

















A Judge's Guide To



The Soldiers' and Sailors' Civil Relief Act
(SSCRA)
and

The Uniformed Services Employment and Reemployment Rights Act

(USERRA)



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Acknowledgements

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http://www.abanet.org/legalservices/helpreservists/lamphrteachguide.html



Part 1 - Overview

- ✓ Soldiers' and Sailors' Civil Relief Act (SSCRA)
 - > Purpose
 - > Persons Covered by the Act & When Act Applies
 - Default Judgments & Stay of Proceedings
 - Statutes of Limitation
 - Maximum Rates of Interest
 - Leases & Protection from Eviction of Dependents
 - Installment Contracts
 - Enforcement of Mortgages & Security Interests
 - > Other Miscellaneous Provisions





Part 2 - Overview

- Uniformed Services Employment and Reemployment Rights Act (USERRA)
 - What are the requirements for a returning service member to gain the protections of USERRA?
 - > What are the protections granted by USERRA?

How are the USERRA protections enforced if an employer doesn't comply with the law?



Soldiers' and Sailors' Civil Relief Act of 1940 (SSCRA) 50 U.S.C. App. §§501-593

✓ Purpose

- Over the past 140 years, Congress has enacted various statutes which suspended or limited the pre-service financial or legal obligations of soldiers and sailors who are serving in the military, to ensure that they could devote their full energies and attention to the important national responsibilities they have undertaken.
- Congress recognizes the need for protecting persons in the military service by enacting civil relief legislation to suspend the enforcement of certain civil liabilities during the period of service (and a short period thereafter) so that the military member can devote all of his or her entire energy to the defense needs of the nation (§510).



- ✓ Persons Covered by the Act
 - > All persons on Federal active duty, including:
 - Regular members of the Armed Forces (Army, Navy, Air Force, Marine Corps and Coast Guard), Reserve, National Guard and Air National Guard personnel who have been activated and are on Federal active duty (whether as volunteers or as a result of involuntary activation);
 - Inductees serving with the armed forces;
 - Public Health Service Officers detailed for duty with the armed forces; and
 - Persons who are training or studying under the supervision of the United States preliminary to induction (§511).



- ✓ Persons Covered by the Act
 - Certain benefits are extended to:
 - dependents of person in the military service (§536),
 - certain persons who have guaranteed obligations of service personnel (§513); and
 - citizens of the United States serving with the armed forces of the U.S. allies during the time of war (§514)



- ✓ Persons NOT Covered by the Act
 - No coverage or protection for members of Reserve, National Guard and Air National Guard components not on active duty;
 - No coverage for retired personnel (must be on active duty)
 - No coverage for military personnel who make appearances in suits (but, stay provisions do apply);
 - No coverage for National Guard and Air National Guard troops called to duty under Title 32 U.S.C. state orders
 - (e.g., Governor of State calls Guard to duty in State emergencies, disasters and insurrections)



- ✓ WHEN the Act Applies:
 - > The Act applies when the member is on active duty.
 - Active duty begins on the date of entry on active duty and ends on the date of discharge or death while in the active service (§511(2)).
 - ➤ Enlisted Reservists and Guardsmen and draftees may seek relief as soon as they receive orders to report for active duty or induction (§516).



✓ Default Judgments

- Affidavit of non-military service is required in all default judgments (§520 (1)).
- Willful falsification of affidavit is a (Federal) misdemeanor and may be punished by imprisonment of up to one year and a fine of up to \$100,000.00 (§520(2)).
- Obtaining certificates of service (§581) -- going to be very difficult to obtain. Probably have to go with affidavits of non-military service.
- ➤ If no affidavit of non-military service is filed, court MAY NOT enter judgment against defendant until it has appointed an attorney to represent the party and protect his/her interest.



✓ Default Judgments

- Additionally, the court MAY require the plaintiff to file a bond to indemnify the defendant against any damages that defendant may suffer in the default judgment should later be set aside in whole or in part.
- Court "may make such other and further order or enter such judgment as in its opinion may be necessary to protect the rights of the defendant under [the] Act." (§520(1))



- ✓ Re-opening default judgments (§520(4)):
 - May be done for any judgment rendered while member on active duty or within 30 days of release from active duty;
 - May be re-opened by the member at any time up to 90 days after termination of service;
 - Defendant must have been prejudiced by reason of military service in making a defense
 - (e.g., "Well, I was in Turkmenistan at the time, Your Honor. We were a little busy and my commander denied my leave.")
 - It must appear that the defendant had a meritorious or legal defense to the action or some part thereof.



- ✓ Stay of Proceedings
 - When a party to a suit (whether plaintiff or defendant) is in military service or was on active duty within the last 60 days, a court MAY in its discretion grant a stay of the proceedings.
 - When such a <u>party</u> requests the stay, it **MUST** be granted unless the court finds that the party's ability to defend or prosecute the action is not materially affected by military service (§521).
 - No fine and/or penalties under contracts may be imposed for failure to comply with the contract during the stay (§522).
 - Garnishments, attachments and executions of judgments may also be stayed and/or vacated under similar terms.
 - · Court may grant sua sponte;
 - If member requests a stay, it MUST be granted unless court finds that ability to comply with judgment or order is not materially affected because of military status (§523).
 - > The stays can remain in effect for the entire period of active service plus three months thereafter (§524).



- Statutes of Limitation
 - During the period of active duty, prescriptive statutes (both for and against the member) are tolled and do not run, regardless of whether or not the member's service has materially affected compliance, and regardless of whether the cause of action arose before or during period of service (§525).
 - Only exception is that the rule does not apply to time limitations established under federal internal revenue laws (§527).



- ✓ Maximum Rate of Interest (§526):
 - > Applies to *any* interest-bearing obligation or liability:
 - car loans, mortgages
 - business loans for which the service member is personally liable (as a co-signor, co-maker or guarantor),
 - credit cards, lines of credit,
 - auto and equipment leases if they have a stated rate of interest;
 - Applies to pre-service debts, NOT applicable to debts incurred during active service
 - Maximum rate is 6% per annum (includes services charges, renewal charges, fees or any other charges except bona fide insurance)



- ✓ Maximum Rate of Interest (§526):
 - > If member requests the reduction in interest rates, the creditor MUST either comply or apply to court for relief.
 - Relief will be granted only if court determines that the member's ability to satisfy the obligation has not been "materially affected" by virtue of military service.
 - "Material effect" is NOT defined in the statute. Must compare pre-active duty total income with total active duty income (pay and allowances):
 - o Base Pay
 - Basic allowance for quarters (BAQ) & Basic allowance for subsistence (BAS)
 - Flight pay; Pro-pay (medical officers and vets)
 - Imminent Danger pay
 - Foreign Duty pay (enlisted only)



- ✓ Maximum Rate of Interest (§526):
 - The payments on the loan must be re-amortized to 6% so that the payments are lowered, otherwise there is no real relief to the member
 - ▶ If the loan is co-signed or guaranteed, everyone gets the benefit of the 6% interest rate cap (§513)
 - Interest rate cap does NOT apply to federal guaranteed student loans (20 U.S.C. §1078(d))



- Protection of Dependants from Eviction (§530):
 - ➤ If rent for house or apartment occupied for dwelling purposes does not exceed \$1,200.00 per month, *leave of court must be granted before* the member's spouse, children or other dependants may be evicted.
 - Applies regardless of whether quarters were rented before or after entry into military service.
 - ➤ In cases of eviction of dwelling quarters, court may grant a stay of up to three months or enter any other "order as may be just" IF the ability of the tenant to pay the rent is materially affected by reason of military service.
 - Misdemeanor offense (1 year / \$100,000.00 fine or both) to evict or attempt to evict in violation of this section.



- ✓ Installment Contracts (§531):
 - Any member who contracts to purchase movable or immovable property and who pays an installment or makes a deposit under the contract and subsequently enters military service receives certain protections.
 - No obligee who has received an installment or deposit under such a contract may terminate the contract or repossess the property for failure of the service member to make payments under the contract except by court order.
 - As a condition to terminating the contract and allowing the obligee to resume possession of the property, the court may order the repayment of prior deposits or installments or may continue the case unless the service member's ability to continue paying on the contract is not materially affected by reason of military service.
 - Misdemeanor offense (1 year or \$100,000.00 fine or both) for violation of this section.



- Enforcement of Mortgages or Security Interests in Immovable or Movable Property (§532):
 - Applies to property owned at the commencement of service and still owned when proceedings are filed
 - O Default on obligation must occur prior to or during period of service.
 - Court may stay a proceeding commenced during member's military service to enforce the obligation if its terms are breached prior to or during the period of military service.
 - Court may on its own motion, and must, on application of the member or any person on his behalf, either stay the proceedings or dispose of the case in a manner that is equitable to all parties UNLESS the court determines that the ability to comply with the obligation is not materially affected by the military service.
 - No sale, foreclosure or seizure of property for nonpayment is valid if made during the period of military service or within three months thereafter, without either a written agreement between the parties or upon court order.
 - Misdemeanor offense (1 year or \$100,000.00 fine or both) for violation of this section.



- ✓ Protection Under Leases (§534):
 - Applies only to premises occupied for dwelling, professional, business, agricultural or similar purposes if the service member executed the lease before the commencement of military service and he, or he and his dependents, occupied the premises for such purposes.
 - This Section DOES NOT specifically cover the lease of movables
 - Service member may terminate the lease by written notice to the landlord at any time after the beginning of the tenant's military service.



- ✓ Protection Under Leases (§534):
 - If on a month-to-month lease,
 - the lease is effectively terminated 30 days after the first date on which the next rental payment is due after the date such notice is delivered or mailed.
 - > All other leases are terminated
 - on the last day of the month following the month in which the notice is delivered or mailed.
 - Any unpaid rent is due only for the period before termination and any rent paid in advance for a period after termination will be refunded.
 - Court may, upon application by the landlord before the termination period, impose such modifications or restrictions on the relief as seem warranted by justice and equity.
 - Misdemeanor offense (1 year or \$100,000.00 fine or both) for any person knowingly to seize, detain, or interfere with the removal of the property of a tenant who has lawfully terminated a lease in accordance with the Act.



- ✓ Enforcement of Storage Liens (§535):
 - Absent a court order, no person can exercise any right to foreclose or enforce any lien for storage of household goods, furniture or personal effect of a service member for the duration of active service plus three months
 - > Violation of this section is a misdemeanor offense.



- ✓ Deferral of Property Taxes (§560):
 - Nonpayment of taxes by service member on movable or immovable property (owned and occupied for dwelling, professional, business, or agricultural purposes by him or his dependents at the beginning of military service and still so used) will not subject the property to forced sale to collect unpaid taxes without court permission.
 - > Applies to all taxes and assessments, other than income taxes, whether falling due before or during the period of military service.



- ✓ Miscellaneous General Stay Provisions (§590):
 - A person may, at any time during the period of military service or within six months thereafter, apply to a court for relief in respect of any obligation or liability incurred by such person prior to the period of military service or in respect of any tax or assessment whether falling due prior to or during the period of military service.
 - The court may grant relief in a variety of ways, primarily stays and additional periods within which to comply with obligations.
 - Section 590 may be the most comprehensive section of the entire Act, since it enables a court to enter basically any kind of relief it feels the service member should receive.
 - Example: If the lessor of an automobile or truck (or even leased equipment) refuses to let the service member out of a lease after callup, member can apply to a court for a stay under §590, and ask for a stay in the obligation to continue paying the lease payments for the duration of the member's active duty.



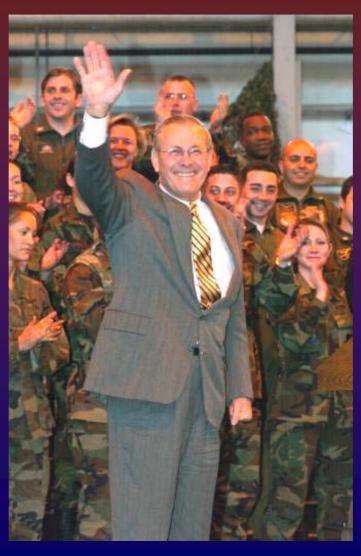
- ✓ Special provisions for medical professionals and attorneys (§592):
 - Allows medical professionals and attorneys who enter active duty to suspend their malpractice policies without further payment of premiums, upon notice to the carrier
 - Must be reinstated upon written demand by the professional within 30 days after release from active duty



- ✓ No discrimination for claiming rights under SSCRA (§518):
- Claiming rights under SSCRA cannot be the basis for:
 - > A determination by lender that the member is unable to pay
 - > A denial or revocation of credit
 - > A change in the terms of an existing credit arrangement
 - > A refusal to grant credit to the member
 - > An adverse credit report
 - A refusal by an insurer to insure the member
- ✓ Enforcement of violation would be through Fair Credit Reporting Act, §603, 15 U.S.C. §1681



10 Minute Break





Part 2 - Overview

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 - > What are the protections granted by USERRA?

How are the USERRA protections enforced if an employer doesn't comply with the law?



Uniformed Services Employment and Reemployment Rights Act (USERRA), P.L. 103-353, 108 Stat. 3149, as amended, mostly codified at **38 U.S.C.** §§ **4301-4333**

- ✓ Prerequisites for Application of Statute. [38 U.S.C. § 4312].
 - > Employee must have held a civilian job.
 - USERRA applies to virtually all employers: the federal government, state governments, all private employers. No exemption for small size, etc.
 - Even a temporary job may get USERRA protections, if there was a reasonable expectation that employment will continue indefinitely or for a significant period."
 - Burden is on employer to prove that the job was not permanent.



- ✓ Employee must have given prior notice of military service to civilian employer.
 - > Statute requires notice: it doesn't require that notice be written.
 - Notice may be given by the member or by a responsible officer from the member's unit.
 - Exceptions: "military necessity" precludes notice (e.g., fact of deployment is classified) or where giving notice would be otherwise "unreasonable."



- Employee's period of military service cannot exceed five years
 - > Five year limit on military service is cumulative.
 - The five-year clock restarts when employee changes civilian employers.
 - Some types of service (e.g., periodic/special Reserve/NG training, service in war or national emergency, service beyond five years in first term of service) do not count toward the five year calculation.
 - Five year period does not start fresh on 12 December 1994 (effective date of USERRA) it reaches back to include all periods of military service during employment with given employer, unless such service was exempted from old VRR law's four year service calculations.



- Employee's service must have been under "honorable conditions"
 - > No punitive discharge, no OTH discharge
 - For service of 31 (or more) days, employer can demand proof of honorable conditions.
 - Proof can consist of a DD Form 214, letter from commander, endorsed copy of military orders, or a certificate of school completion.



- Employee must report back or apply for reemployment in a timely manner.
 - If service up to 30 days, must report at next shift following safe travel time plus 8 hours (for rest).
 - If service 31 days to 180 days, must report or reapply within 14 days.
 - > If service 181 days (or more), must report or reapply within 90 days.
 - Extensions are available if employee can show that it was impossible or unreasonable, through no fault of the employee, to report or reapply.
 - Reapplication need only indicate that member formerly worked there, is returning from military service, and requests reemployment pursuant to USERRA. The request need not be in writing.
 - A member who fails to comply with USERRA's timeliness requirements doesn't lose all USERRA protections.
 - The employer, however, is entitled to treat (and discipline) that employee's late reporting just like any other unauthorized absence.



- ✓ Protections Afforded by the Statute. [38 U.S.C. §§ 4311-18.]
 - > PROMPT REINSTATEMENT
 - > STATUS
 - > ACCRUED SENIORITY
 - > HEALTH INSURANCE COVERAGE
 - > TRAINING, RETRAINING, OR OTHER ACCOMMODATIONS
 - SPECIAL PROTECTION FROM DISCHARGE (EXCEPT FOR CAUSE)
- ✓ THESE REQUIREMENTS APPLY TO ALL EMPLOYERS, BOTH PUBLIC (FEDERAL, STATE, & LOCAL) AND PRIVATE. THERE IS NO "SMALL COMPANY" EXCEPTION.



- Prompt Reinstatement.
 - If the employee was gone 30 (or fewer) days, the employee must be reinstated immediately;
 - If gone 31 (or more) days, the reinstatement should take place within a matter of days.



✓ Status.

- The employee may object to the proffered reemployment position if it does not have the same status as previous employment. Examples:
 - "Assistant Manager" is not the same as "Manager," even if both carry the same pay.
 - One location or position may be less desirable than another (geographically, by earnings potential, or by opportunity for promotion).
 - A change in shift work (from day to night, for example) can be challenged.



Seniority.

- ➤ If the employer has any system of seniority, the employee returns to the "escalator" as if he or she had never left the employer's service.
 - If the service was for 90 days (or less), the employee is entitled to the same job (plus seniority).
 - If the service was for 91 days (or more), the employee is entitled to same "or like" job (status and pay), at employer's option, plus seniority.
- Seniority applies to pension plans as well (including SEP, 401(k) and 403(b) plans).
- The seniority principle protects the employee for purposes of both vesting and amount of pension.
- If employer has a plan that does not involve employee contribution, employer must give employee pension credit as if employee never left.



- ✓ Health Insurance.
 - Immediately upon return to the civilian job, the employee (and his/her family) must be reinstated in the employer's health plan.
 - The employer may not impose any waiting period or preexisting condition exclusions, except for serviceconnected injuries as determined by the Department of Veterans Affairs.



- ✓ Health Insurance.
 - ➤ USERRA offers something new: continued employer health coverage, at the option of the employee, during the military service. [Federal employees should refer to 5 C.F.R. Part 890 (1996).]
 - Employers must, if requested, continue employee and family on health insurance up to first 30 days of service. Note: CHAMPUS does not cover dependents on tours of less than 31 days. Cost to employee cannot exceed normal employee contribution to health coverage.
 - Employees may request coverage beyond 31 days. Employer must provide this coverage up to 180 days or end of service (plus reapplication period), whichever occurs first. However, employers may charge employees a premium not to exceed 102% of total cost (employee + employer) of the entire premium from the first day of any tour over 30 days.



- ✓ Training, Retraining, and Other Accommodations.
 - An employer must take "reasonable efforts" to requalify the employee for his/her job.
 - "Reasonable efforts" are those that do not cause "undue hardship" for the employer. The USERRA language is similar to that employed in the Americans with Disabilities Act.
 - ➤ If the employer cannot accommodate the employee, employer must find a position which is the "nearest approximation" in terms of seniority, status, and pay.



- ✓ Special Protection Against Discharge.
 - Depending on the length of service, there are certain periods of postservice employment where, if the employee is discharged, the employer will have a heavy burden of proof to show discharge for cause. This provision is a hedge against bad faith or pro forma reinstatement.
 - For service 181 days (or more), the subsequent protection lasts a year.
 - For service of 31 days to 180 days, the subsequent protection lasts for 180 days.
 - There is no special protection for service 30 (or less) days. However, the statute's general prohibition against discrimination or reprisal applies.
 - Employers cannot discriminate in hiring, employment, reemployment, retention in employment, promotion, or any other benefit of employment because of military service.
 - Not only are current Active and Reserve Component military members covered by this provision, but so are former members--veterans.



- Special Protection Against Discharge.
 - Employers cannot require someone to use vacation time/pay for military duty [§ 4316(d)].
 - Employers may not take adverse action against anyone (not just the military employee) because that person takes action to enforce rights under USERRA or testifies or assists in a USERRA action or investigation.
 - USERRA makes it easier to prevail in allegations of unlawful discrimination - if plaintiff can show that such discrimination was a motivating factor (not necessarily the sole motivating factor), the burden of proof is then on the employer to show that the action would have been taken even without the protected activity.



- Other Non-Seniority Benefits.
 - If the employer offers other benefits, not based on seniority, to employees who are on furlough or nonmilitary leave, the employer must make them available to the employee on military service during the service.
 - Examples: ESOP, low cost life insurance, Christmas bonus, holiday pay, etc.
 - If the employer has more than one leave/furlough policy, the military employee gets the benefit of the most generous.
 - However, if policies vary by length of absence, the military employee may only take advantage of policies geared to similar periods of absence (e.g., 6 months, 1 year, etc.) of absence.
 - > The employee may waive the right to these benefits if the employee states, in writing, that he/she does not intend to return to the job.
 - Note, however, that such a written waiver cannot deprive the employee of his other reemployment rights should he "change his mind" and seek reemployment.



- ✓ Assistance and Enforcement. [Generally, 38 U.S.C. §§ 4322-24].
 - ➤ The National Committee for Employer Support of Guard and Reserve (1-800-336-4590).
 - DoD agency. Provides information on USERRA to employees and employers, and seeks to resolve disputes on an informal basis.
 - National and state ombudsman program first step to resolve employer-employee USERRA disputes.

Website: http://www.ncesgr.osd.mil



- ✓ Assistance and Enforcement. [Generally, 38 U.S.C. §§ 4322-24].
 - The Veterans' Employment and Training Service (VETS) (1-202-693-4701).
 - Department of Labor agency.
 - Primary responsibility to formally investigate claims of USERRA violations. Website: http://www.dol.gov/dol/vets/.
 - VETS will investigate to determine if any violation occurred.
 - In cases of USERRA violation, VETS will attempt to negotiate a suitable resolution with the employer.
 - When resolution is not possible, VETS will refer the case as appropriate (MSPB Office of Special Counsel for Federal employees or Department of Justice for other employees).



- ✓ Assistance and Enforcement. [Generally, 38 U.S.C. §§ 4322-24].
 - Upon referral, the OSC or DOJ may choose to provide counsel for employee for representation free of charge.
 - If they do not, or the veteran does not wish government representation, the individual may retain private counsel. Action against the employer may then be taken in Federal Court or the MSPB (for federal employers).
 - Veteran NEED NOT request VETS assistance prior to suing, but must wait for completion of VETS action if assistance requested. See 38 U.S.C. § 4323 (a)



- ✓ Formal Enforcement.
 - Course of action depends on employer. See generally, 38 U.S.C. § 4323
 - Private Employers:
 - Action in U.S. District Court. Venue wherever the private employer maintains a place of business.
 - State employees:
 - Cases brought on employee's behalf by the United States are under the jurisdiction of any Federal district court located where the state exercises authority.
 - Federal Employees: See Generally 5 CFR 1208.
 - The MSPB has appellate jurisdiction over probationary, and non-probationary federal employees for USERRA claims. See 5 CFR 1208.2. There are no time limits for individuals to file USERRA discrimination claims before the MSPB. See 5 CFR 1208.12 (2000).



- ✓ The USERRA adds several new "teeth" to the enforcement of reemployment rights.
 - Gives the DOL (VETS) subpoena power to aid in the conduct of its investigations.
 - Employees who prevail on their claims may be entitled to reinstatement, lost pay (plus prejudgment interest), attorney's fees, and litigation costs.
 - Employees who can demonstrate that reinstatement is not a viable remedy may seek "front pay" damage remedies. See Graham v. Hall-McMillen Company, 925 F. Supp. 437, 443-446 (N.D. Miss. 1996).
 - If the court finds that the violation was willful, the court may double the back pay award. (Does not apply to MSPB cases involving the federal government as employer.)
 - Extraterritorial Jurisdiction



For More Information about SSCRA and USERRA:

Standing | Legal Assistance for Military Personnel



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Resources - Teaching Guides

http://www.abanet.org/legalservices/helpreservists/

USERRA Advisor



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For More Information about SSCRA and USERRA:



1-800-336-4590

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http://www.esgr.org/employers/



U.S. Department of Labor Veterans' Employment and Training Service



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Questions?





